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Approved For Release 2005/12/14 : CIA-RDP84B00890R000300090037-8

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1. EO/DDA	<i>mye</i>	<i>12/8</i>
2. ADDA	<i>H</i>	<i>12-8</i>
3. DDA	<i>DW</i>	
4. <i>HART- Let's discuss</i>		
5. Registry		

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REMARKS

EXCOM Minutes: Language Incentive Prog.

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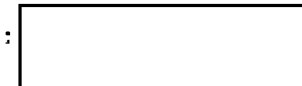
1 December 1980

DD/A Registry

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MEMORANDUM FOR: Executive Committee Members

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DD/A REGISTRY

FILE: C+M(EXEC COM)

SUBJECT : Minutes of Executive Committee Meeting, 24 November 1980:  
NAPA Recommendations on the Language Incentive Program

1. The Executive Committee met on 24 November 1980 to review the recommendations of the National Academy of Public Administration (NAPA) team for the Agency's Language Incentive Program. At the DDCI's request, the DDA had summarized and circulated the recommendations for Directorate and staff responses and drafted a proposed decision memorandum (attached) for consideration. The DDCI chaired the meeting; participants included Messrs. Clarke (D/NFAC); Lipton (Compt.); Ware (D/EEO); Stein (ADDO); Hart (ADDA); Taylor (ADDS&T); Briggs (IG); Silver (GC); Mineman (DD/NFAC); Fitzwater (D/OPPPM); Smith (D/OT&E); [redacted] and Chapman (Leader of the NAPA team). (AIUO)

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2. Mr. Carlucci introduced Mr. Chapman, head of the NAPA consulting team, and invited his comments on the DDA's presentation of the report. Mr. Chapman noted that the DDA's summary of the NAPA findings and recommendations was accurate. Calling attention to the DDA chart of estimates of the proposed Language Incentive Program costs, he said that he wanted to emphasize that the NAPA team advocated limiting Language Use Awards to people serving overseas only after a task force had defined a suitable substitute for appropriate personnel serving in this country. In response to Mr. Carlucci's questions, Mr. Lipton explained that only [redacted] of the estimated FY-81 costs had been included in the budget. Noting that sum fell [redacted] short of the estimated requirement, he said current plans call for adding [redacted] to cover language incentives for personnel serving overseas. A supplemental budget request will be used if additional funds are necessary. (S)

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3. At Mr. Hart's request, Mr. Smith than highlighted the status of the Language Incentive Program initiated last October. He concluded that while it was still too early to determine the impact of the program, it had clearly alerted employees that the Agency's senior managers were serious about the importance of foreign language skills. He added that some confusion remains about the program and needs to be cleared up. (AIUO)

4. Mr. Hart then led the Committee through the recommendations with the following results:

(a) Recommendation A - - that people hired or appointed to their present positions based primarily on their language skills should be excluded from the various language awards

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-- was approved. Discussion centered on the difficulty of defining "based primarily on their language skills" and the problems presented by the GS-12 ceiling for language instructors. On the latter point, Mr. Carlucci said that if a salary problem regarding language instructors exists, it should be dealt with per se, not as part of the Language Incentive Program. He delegated defining when people were hired principally for their language skills to Mr. Fitzwater, D/OPPPM. Given the expectation that as some employees with foreign language skills phased out of the Language Incentive Program, alternatives may be required for the Agency to retain them, he requested that the task force to be discussed in a later recommendation be charged with developing such alternatives. (AIUO)

(b) Recommendation B -- Continue the Achievement Award as an element of the Language Incentive Program and authorize an increase in the amount of the award -- was also approved. (S)

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(d) The second portion of Recommendation C modifying Language Use Award payments to a three-tiered scale was also approved in revised form. Discussion centered on what language proficiency was actually required to be effective in overseas positions. In the interests of equity for clericals who could perform effectively at the "2-2+" level, Mr. Carlucci approved a revised recommendation of a two-tiered award scale, providing \$50.00 payments for overseas personnel with level 3 proficiency, and \$25.00 payments for level 2-2+ proficiency. (S)

(e) Recommendation D -- Continue the Maintenance Award as an element of the Language Incentive Program and maintain the present correlation between Maintenance and Achievement Award amounts -- was approved. (AIUO)

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(f) Recommendation E, assigning language policy leadership to the DDCI and delegating staff responsibility to the DDA, was approved with the understanding that the DDA would play an active role and not delegate the chairmanship of the Language Development Committee to the D/OT&E or the Chief of the Language School. Given the Agency-wide policy role of the Committee, Mr. Clarke noted that it would be inappropriate for the eventual policy implementers to chair this policymaking group. (AIUO)

(g) Mr. Carlucci revised Recommendation F to read that the D/OPPPM (vice the DDA) will establish a task force by 1 January 1981 to review and report on the classification and compensation of language specialists by 1 April 1981 (vice 1 August). The Committee approved the recommendation as revised. (AIUO)

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(h) Recommendation G, establishing a language training complement of 130 to be included in the FY-83 budget, was approved. Mr. Lipton advised that the Comptroller would watch for any opportunities to include this in the FY-82 budget, but acknowledged that chances would be slim. (S)

(i) Recommendation H was approved with a revision suggested by DDA -- Foreign language testing should be made mandatory and the first round of testing of appropriate personnel should be completed by 1 January 1984 (vice 1 January 1983). (AIUO)

5. Mr. Carlucci expressed concern about the tendency for employees to be pulled out of language training. Mr. Hart suggested that the language training complement would alleviate this problem. Mr. Stein assured him that language training was interrupted only when absolutely necessary, and DDO pressure to curtail this practice had shown results. Mr. Carlucci was favorably inclined toward Mr. Lipton's suggestion that the DDO establish a goal of having a certain percentage of employees complete their language training and explain any shortfall in meeting that goal. He asked Mr. Stein to work this out. (AIUO)

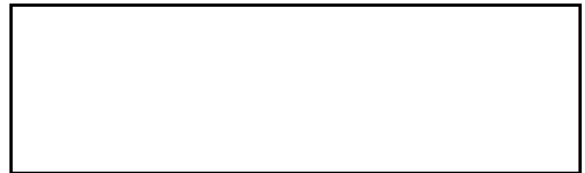
6. The Committee then discussed NAPA's proposed goals of requiring proficiency in one foreign language for promotion to mid-career level and in two before being promoted to senior levels. After discussing the pros and cons, including the administrative difficulties, the Committee agreed that these skills should be strong considerations in promotion decisions, but not rigid criteria that would leave no room for flexibility. The Committee thought that the proposed goal of having 60 percent of all new assignments filled by employees fully qualified in the required foreign language was not attainable. They agreed that a more realistic goal should be developed along these lines to communicate high-level interest in developing and maintaining language skills. (S)

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7. Mr. Lipton said that he would have a member of his staff develop an appropriate proposal for funding the language program, including whatever supplemental request might seem sensible based on the D/OPPPM's Task Force Report due in April. Mr. Carlucci concurred with Mr. Fitzwater's request that NAPA's suggestion for OPPPM to establish a policy employing applicants with poor language aptitude only as an exception be applied only to those positions where foreign language skills are a requirement for effective performance. (S)

8. The meeting was adjourned. (AIUO)

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Attachment:

DDCI Decision Memorandum

cc: D/OPPPM

I. THE NAPA TEAM MADE THE FOLLOWING RECOMMENDATIONS:

A. Eligibility for the Language Incentive Program (LIP)

NAPA Recommendation: Persons hired or appointed to their present positions, based primarily on their language skills, should be excluded from the Language Use Award, Language Achievement Award, and Language Maintenance Award in the language or mutually intelligible languages upon which that appointment was based.

Discussion: Participation in the LIP by language specialists is a basic contradiction of the incentive aspect of the program. The three awards are not appropriate for language specialists who are hired primarily on the basis of their language skills. Alternate courses of action to compensate or reward language specialists will be addressed by a Task Force which is the subject of Recommendation F.

The DDS&T expresses the strong opinion that the present inclusion of FBIS language specialists in the use award portion of the LIP has enabled FBIS to attract and retain qualified linguists. The Directorate is convinced that no alternative program would achieve the same result as economically or efficiently as the present program. FBIS denies the assumption that their language specialists are hired primarily for language skills and maintains that language capability is but one facet of the applicant's qualifications which are reviewed. In spite of the DDS&T

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objection, I recommend approval of the NAPA recommendation.

APPROVED:

DISAPPROVED:

B. Achievement Awards

NAPA Recommendation: Continue the Achievement Award as an element of the LIP and authorize an increase in the amount of the award, particularly for the more difficult languages.

Discussion: There is consensus on the efficiency of the Achievement Award and the necessity to increase award amounts to maintain its incentive value. Criteria for, and determination of, the amount of the increase will be resolved by the Language Development Committee (LDC). I recommend approval of the NAPA recommendation.

APPROVED:

DISAPPROVED:

C. Language Use Awards (LUAs)

NAPA Recommendation: Continue the Language Use Awards as an element of the LIP but limit participation to full-time positions overseas in which a language is essential.

Discussion: The LUA is a most appropriate award for DDO personnel overseas where the use of language places atypical demands on the individual.

The LDC will consider the adjustment of award payments for difficult languages and those of limited use in the employee's career.

I am concerned over the NAPA team's feeling that all employees in domestic positions should be denied participation in the LUA program, unless these skills are given recognition in some other fashion. The Operations Directorate is also concerned over its [ ] officers being excluded from participation. Overseas Unit Language Requirement (ULRs) represent 47 percent [ ] of the total number of ULRs [ ]. Cost of the program can be cut in half by restricting it to overseas personnel. Therefore, in spite of the expressed concerns, I recommend approval of the NAPA recommendation and that alternative compensation be devised for those recipients who would be eliminated.

APPROVED:

DISAPPROVED:

*Overseas + FR. + DDOs + 1 designated slots.*

NAPA Recommendation: Modify the Language Use Award payments for full-time personnel in overseas positions to a tiered scale of \$50, \$40, and \$25 for reduced proficiency in lieu of the current \$50 "all or none" payment for 3-level proficiency in designated skills.

Discussion: This proposal, originally made by the DDO, was approved by the Language Development Committee on 7 August 1980. Your approval will enable the Operations Directorate to begin immediate implementation of revised LUA payments described in detail in Appendix 4 of the NAPA report. Restricting LUA payments to overseas positions



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only will reduce potential awards in the Operations directorate by eliminating over ☐ Unit Language Requirements. The resulting reduced cost will enable the Directorate's FY-81 budget to accommodate these additional payments.

I therefore recommend you approve the NAPA recommendation.

APPROVED:

DISAPPROVED:

D. Language Maintenance Awards

NAPA Recommendation: Continue the Maintenance Award as an element of the LIP and maintain the present correlation of Maintenance Award amount to Achievement Award amount in any increase of the latter amount.

Discussion: The Maintenance Award is one-half the Achievement Award. The Maintenance Award itself and its correlation to the Achievement Award is well accepted and has demonstrated the potential for improving the reservoir of skills required to meet the Agency's critical language needs.

The LDC will publicize the Maintenance Program, clarifying its objectives, criteria, and guidelines, and stressing the fact that language maintenance will be recognized only when it is of immediate or potential benefit to the Agency. I recommend approval of the NAPA recommendation.

APPROVED:

DISAPPROVED:

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E. Leadership and Control

NAPA Recommendation: The DDCI will assume language policy leadership, surveillance, and commitment, and delegate staff responsibility to the DDA or the Director, PPPM.

Discussion: In order to institutionalize and insure a long-term consistent approach to language programs, policy leadership will reside with the DDCI.

Under the DDCI's aegis, the DDA will be responsible for a reconstituted LDC chaired by the DDA (or his designee) and consist of a representative named by each Deputy Director plus representation from OPPPM and OTE. This body will propose to the DDCI, and subsequently implement, language program policies approved by the DDCI, and possess the authority to establish award payment schedules and administrative interpretations and procedures. The LDC, at an early date, will issue a new Headquarters Notice clarifying the intent of the LIP and establishing its goals. The LDC will continue as the principal coordinating body responsible to the DDA on all aspects of the Agency-wide language program, including tracking and evaluating.

Each directorate representative to the LDC will also serve as the specific focal point for directorate-wide monitoring and leadership in the execution of the program. I recommend approval of the NAPA recommendation and that the DDA assume staff responsibility.

APPROVED: 

DISAPPROVED: \_\_\_\_\_

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F. Establishment of Task Force

NAPA Recommendation: Establish a Task Force under the direction of the <sup>78873</sup>DDA to review and report upon the classification and compensation of language specialists.

Discussion: Language specialists in the Headquarters area employed in FBIS, OTE, and the DDO will be excluded from LUA participation if LUAs are restricted to overseas positions only. In order to maintain competitive hiring, compensation and retention policies for language specialists, a Task Force will be established to report on-job classification, career opportunities, or special salary rates to be established in lieu of LUAs. LUAs for language specialists will be discontinued upon the implementation of the decisions made on the basis of the Task Force recommendation.

The Task Force, to be established by the DDA, will be comprised of representatives of OPPPM, line managers from FBIS, DDO, and OTE responsible for language specialists, and representation from NFAC as a major user of these special skills. The Task Force will be established by 1 January 1981, and its report will be completed by 1 <sup>April</sup> August 1981. I <sup>ji</sup> recommend approval of the NAPA recommendation.

APPROVED: ji

DISAPPROVED: \_\_\_\_\_

G. Establishment of Language Training Complement

NAPA Recommendation: Establish a language training complement that is not charged against the operating elements to cover full-time assignments to language training of more than 12 weeks' duration.

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While both the Comptroller and I support the desirability of establishing a language training complement to be administered by each Directorate, we recognize the fact that competing priorities for scarce resources may preclude this. I agree with the Comptroller's position, however, that it makes sense to move in this direction and that a request for a language development complement be included in the FY-83 budget. I recommend approval of the NAPA position.

APPROVED:

DISAPPROVED:

H. Mandatory Testing

NAPA Recommendation: Foreign language testing should be made mandatory and the first round of Agency testing of personnel who have a current or particularly useful skill should be completed by 1 January 1983.

Discussion: Inasmuch as foreign language proficiency testing is indispensable to improving language capability in the Agency, foreign language testing should be made mandatory. Realistically, a complete rotation cycle of overseas personnel will be necessary to get an up-to-date tested inventory of existing language skills.

[REDACTED] states that "employees who have developed new foreign language skills will be tested upon reassignment to Headquarters from

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overseas or domestic posts," this regulation has been honored more in the breach than in fact. We do, however, believe that the regulation should be enforced, and we agree with the intent of the recommendation and its goal. Adopting this recommendation would increase Language School testing requirements approximately 50 percent over the next several years. With the current level of resources devoted to testing, it would not be able to absorb this additional workload, and thus we cannot comply with the recommendation nor meet the goal of completing the first round of testing overseas returnees by 1 January 1983. I therefore recommend extending the completion date to 1 January 1984.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

## II. THE NAPA TEAM PROPOSED THE FOLLOWING GOALS:

### A. Promotion Considerations

Every employee who is potentially available for overseas assignments or for assignment to  positions requiring a foreign language competence should have a tested proficiency at the comprehensive S-3, R-3 level in at least one foreign language before being advanced to the mid-career level. Every officer in the above categories should have two foreign languages as early in mid-career as possible, and before being advanced to the senior levels. This goal should be taken in to account by promotion panels beginning in CY 1982.

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